



Glasgow City Council
Planning Local Review Committee

Item 1

31st March 2026

Report by Executive Director of Neighbourhoods, Regeneration and Sustainability

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26/00005/LOCAL – 27 Onslow Drive Glasgow G31 2LY
Use of dwellinghouse as House in Multiple Occupation (HMO) (up to 8 persons) and external repairs and works.

Purpose of Report:

To provide the Committee with a summary of the relevant considerations in the above review.

Recommendations:

That Committee consider the content of this report in coming to their decision.

Ward No(s): 22 – Dennistoun

Citywide: n/a

Local member(s) advised: Yes No

consulted: Yes No

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1 LOCATION AND DEVELOPMENT PLAN DESIGNATIONS

Location

- 1.1 The application site consists of a two-storey mid-terrace dwellinghouse located on Onslow Drive, Glasgow. The application site sits north of the street. The site includes a garden ground to the rear of the building.
- 1.2 The application site is within Ward 22 – Dennistoun and is also located within the Dennistoun Conservation Area. The surrounding area is residential in character, with adjoining buildings on either side and those opposite predominantly in residential use.
- 1.3 The site is in a base transport accessibility area.

Proposal

- 1.4 It is proposed to change the use of a flatted dwelling to a house in multiple occupancy (HMO) for 8 persons with shared kitchen/dining facilities.
- 1.5 The following changes to the building are proposed
 - Existing tiled roof to be retained and repaired as necessary 4 x Ubink (2 high / 2 low) ventilators capable of 10,750mm² free vent area to be installed to roof to ventilate void
 - Lithomix Repairs to Sandstone using traditional lime mix.
 - Repointing gables of the rear outrigger building
- 1.6 The internal layout will form 8 bedrooms, two on the ground floor and six on the first floor. The ground floor includes a kitchen/dining area, two shower rooms, bicycle storage and a bin store. The first floor will include one bathroom. The property can be accessed by the front door on the south elevation and also includes a door to the garden. The proposal does not include any allocated vehicle parking spaces.

2 DEVELOPMENT PLAN POLICIES

- 2.1 The relevant National Planning Framework 4 (NPF4) and City Development Plan (CDP) policies and Supplementary Guidance are:
 - **Policy 1:** Tackling the climate and nature crises
 - **Policy 2:** Climate mitigation and adaption
 - **Policy 7:** Historic assets and places
 - **Policy 13:** Sustainable Transport
 - **Policy 14:** Design, quality and place
 - **Policy 16:** Quality homes
 - **Policy 23:** Health and safety
- 2.2 The relevant City Development Plan policies and Supplementary Guidance is:

- **CDP1/SG1:** The Placemaking Principle
- **CDP9/SG9:** Historic Environment
- **CDP10/SG10:** Meeting housing needs
- **CDP11/SG11:** Sustainable Transport

3 REASONS FOR REFUSAL / RELEVANT CONDITION(S)

3.1 The reasons for refusal are set out below:

01. The proposal was not considered to be in accordance with the Development Plan and there were no material considerations which outweighed the proposal's variance with the Development Plan.
02. The proposal is contrary to CDP10 and SG10 of the Glasgow City Development Plan because it would intensify the concentration of Houses in Multiple Occupation (HMO) on Onslow Drive, between Craigpark and Onslow Square, exceeding the proportion permitted in the terrace block as per SG10. The proposal may adversely affect the residential amenity of neighbouring properties and streets and the overall stability of the neighbourhood.
03. The proposal is contrary to CDP1 and SG1 of the City Development Plan because a high level of residential amenity would not be achieved due to a lack of shared habitable space and because most of the accommodation would be single aspect and north facing.
04. The proposal is contrary to Policy 13 of NPF4 and CDP11 and SG11 of the Glasgow City Development Plan in that the proposed development does not provide a sufficient standard of bicycle parking and as proposed, would not encourage or be supportive of sustainable and active travel, and instead may contribute to car parking congestion. The area proposed for bicycle storage is too small to accommodate the required standard of cycle parking.

4 APPEAL STATEMENT

4.1 A summary of the material points raised in the appeal statement is given below:

01. The property has been vacant since 2022, and required significant investment to turn it into an active use
02. Previously a two-way split flatted application was submitted, which was refused but successfully granted at appeal. However, the cost of implementing the conversion was considered financially unviable, and despite the refurbishment works being on-going at present, the property remains unoccupied.
03. The property lies close to Glasgow Royal Hospital and addresses a critical shortage of high standard rental accommodation.

04. The proposal fully complies with HMO standards, providing generous room sizes, appropriate amenity provision, robust management arrangements, and a clear commitment to maintaining high-quality accommodation over the long term.
05. The development accords with the Council's Development Plan, including Policies CDP1, CDP10 and CDP11, and relevant supplementary guidance, as demonstrated within this appeal statement and the supporting drawings and technical submissions.
06. The proposal responds positively to local housing demand while securing the continued use and upkeep of a traditional property within the conservation area, thereby contributing to its long-term sustainability.
07. Without prejudice to the primary appeal case, the applicant has demonstrated a clear willingness to adopt a proportionate and pragmatic alternative by amending the internal layout to provide a dedicated communal living / dining space, should this be considered necessary. This can be achieved without increasing occupancy, altering the building externally, or causing harm to residential amenity, and reinforces the deliverability and manageability of the proposal.
 - Committee should note: substantive conditions to enforce the above are not enforceable nor permitted under the regulations for local review and a new application would be required to address the above.

5 RELEVANT PLANNING HISTORY

- 5.1 The previous planning application history for the property includes the following:
 - 16/02072/DC – Erection of single storey extension to rear, conservatory to side and replacement windows to dwellinghouse. – Grant Subject to Condition(s).
 - 25/02372/FUL – Installation of rooflights to dwellinghouse. – Refuse
 - 24/00077/FUL – Sub-division of dwellinghouse to form 2no. flatted dwellings and associated external works. – Refuse
 - 24/00071/LOCAL – Sub-division of dwellinghouse to form 2no. flatted dwellings and associated external works. – Allowed on Condition
 - 25/01992/FUL - Use of dwellinghouse as House in Multiple Occupation (HMO) (up to 8 persons) and external repairs and works. - Refuse

6 REPRESENTATIONS AND CONSULTATIONS

- 6.1 There were 3 representations to the application, all objecting. The concerns have been summarised below:
 - Parking for up to 8 additional cars will lead to congestion

- Noise and disruption in a residential area.
- Proposal does not meet HMO standards for a kitchen on the same level as residential spaces.
- Room 8 is too small, has little accessible social space and does not have a toilet on the same level
- Room 7 does not have shared kitchen facilities or a toilet on the same level.

6.2 There were no representations to the review.

7 COMMITTEE CONSIDERATIONS

7.1 Committee should consider if the following are in accordance with NPF4, the relevant City Development Plan policies and Supplementary Guidance, and if there are material considerations which outweigh the Development Plan considerations.

7.2 The following are the relevant policy considerations:

7.3 Climate change and mitigation

National Planning Framework 4: NPF4 Policy 1 Tackling the climate and nature crises and Policy 2: Climate Mitigation and Adaptation states that “when considering all development proposals significant weight will be given to the global climate and nature crises” and that “development proposals to retrofit measures to existing developments that reduce emissions or support adaptation to climate change will be supported.”

Committee should consider whether:

- the proposal will have a positive effect on the climate crisis?
- the climate crisis and climate mitigation has been sufficiently considered in this proposal?

7.4 Meeting Housing Needs and Parking Provision

General Principles

NPF4 Policy 16: Quality Homes states that householder development proposals will be supported where they:

- i. do not have a detrimental impact on the character or environmental quality of the home and the surrounding area in terms of size, design and materials; and
- ii. do not have a detrimental effect on the neighbouring properties in terms of physical impact, overshadowing or overlooking.

CDP Policy 10 and SG 10: Meeting Housing Needs

Policy CDP 10 aims to ensure that the City's growing and diverse population has access to a choice of housing of appropriate quality and affordability across all tenures.

SG10 states that proposals requiring planning permission for multiple occupancy (HMOs) must be considered against key locational criteria and the additional key criteria relating to design and amenity space.

Key Criteria – Locational: The following locational criteria will be applied to all multiple occupancy development proposals:

- b) In all other locations, the proportion of multiple occupancies should not exceed 5% of the total number of dwellings comprising that unit within a given street or block (or other readily identifiable unit). Exemptions from this rule may include properties that have become completely isolated from family accommodation);
- d) In locations where on-street parking is not controlled, the potential impact of an HMO on on-street parking will be taken into account in determining the acceptability of the proposal, in accordance with 'Parking' guidance contained within SG 11.

Amenity

Key Criteria – Design and Amenity Space

Planning applications for multiple occupancy will be determined against the following criteria:

- a) There must be individual access to a lit street. This will include main door flats and undivided dwellinghouses, but will exclude most properties served by a tenement close and/or communal stairs and properties which have already been subdivided;
- b) There must be direct access to amenity space, a refuse store and a drying area to the rear of the building. Recycling space should also be provided in accordance with 'Provision of Waste and Recycling Space' guidance contained within SG 5: Resource Management;

Committee should note that:

- Within the street block (i.e. the smallest group of buildings that is surrounded by streets – 2-29 Onslow Drive and 19 Onslow Square) there are 3 properties with HMO licenses out of 16 addresses – which means 18.75% of properties are a HMO, which is contrary to policy. Increasing this by 1 would bring the total percent to 25%, which is also contrary to policy.
- The application property has individual access to a lit street and all properties have access to an amenity space, refuse store and drying area to the rear.

Committee should consider whether

- Having 8 people in 8 bedrooms would have a negative impact on residential amenity?

- The intensity of multiple occupancy units on street block is appropriate for this context, where the surrounding area is primarily residential and well set back from major thoroughfares?

Parking

NPF4 Policy 13 aims “To encourage, promote and facilitate developments that prioritise walking, wheeling, cycling and public transport for everyday travel and reduce the need to travel unsustainably.”

- b) Development proposals will be supported where it can be demonstrated that the transport requirements generated have been considered in line with the sustainable travel

CDP11 and SG11 – Sustainable Transport: This policy seeks to encourage the uptake of more sustainable modes of transport and to ensure that new development has suitable provision of car parking and cycle space.

Cycle Parking	Minimum Standard: 1 space per unit unless a dedicated garage, or other storage facility/option (see paragraph 4.3d), of sufficient size is provided. Visitor parking to be provided at a rate of 0.25 spaces per unit in new residential developments where residents' cycle parking provision is provided communally.
Vehicle Parking	Basic Minimum Standard: 1 allocated (unallocated if on-street) space per dwelling unit for residents;

Variation, above or below these basic standards shall be justified against the following:

- public transport accessibility, so provision below the basic standard may be considered in areas of High Accessibility - (see Annex A);
- density and open space considerations (see SG 1 and SG6);
- placemaking, townscape and design requirements (see policy CDP 1: Placemaking and Design);
- house size and house form (i.e. flatted accommodation with the lowest requirement, through terraced and semi-detached, to detached with the highest requirement);
- car availability by household in the surrounding area;
- existing pressure on on-street parking in the surrounding area;
- practical considerations in relation to conversions, redevelopments and subdivisions (e.g. in respect of listed buildings and conservation areas see policy CDP 9: Historic Environment and SG on Historic Environment) and
- residential moorings will be assessed on their own merits, taking into account the general policy requirements for residential developments.

Parking provision shall be off-street unless on-street parking is considered integral to the design of the development or off-street parking is neither practical nor feasible (e.g. as may be the case with tenemental conversions/subdivisions). Future TROs could impact on the usability of on-street spaces, and this may be a consideration in determining the acceptability of on-street provision. Account should be taken of the Council’s Design Guide for New Residential Areas. An advisory note will be attached to all decision

notices stating that residents will be ineligible for residents' parking permits for new developments constructed in CPZs. Provision above the basic standard will be more appropriate within lower density, suburban areas, where higher levels of provision will be expected, and will be guided by public transport accessibility and the other site-specific considerations as listed above.

Committee should note that:

- A minimum of 8 parking spaces are required. Cycle storage is provided in the 'outrigger' (rear two floor annex) and is accessible to all residents. This space is 5sqm which is not sufficient for 8 bikes.
- The proposal does not include any parking provision nor any electric vehicle charging points.
- The application site is within an area of "base" accessibility.
- The on-street parking within the area is not controlled, public comments stated concern around parking due to existing parking pressures.

Committee should consider whether:

- The lack of cycle parking, contrary to policy, is acceptable in this case?
- The lack of vehicle parking will not put pressure on neighbouring residents?
- the amenity of the residential area is impacted?

7.5 Design and Heritage

National Planning Framework 4

Policy 14: Design, quality and place

States that development will be supported where they are consistent with the six qualities of successful places: Healthy ("improving physical and mental health"), Pleasant, Connected, Distinctive ("Supporting attention to detail of local architectural styles and natural landscapes to be interpreted, literally or creatively, into designs to reinforce identity."), Sustainable and Adaptable.

Proposals that are poorly designed, detrimental to the amenity of the surrounding area or inconsistent with the six qualities of successful places, will not be supported. Further details of the six qualities of place can be found in Annex D of NPF4.

Dennistoun Conservation Area Appraisal

Article 4 Directions: Class 1 The enlargement, improvement or other alteration of a dwelling house.

SG9: Historic Environment

External walls

2.19 **Stone Repair** - The majority of listed and historic buildings in Glasgow are constructed of blonde/grey or red sandstone, usually quarried locally in the West of Scotland and bound with a lime and sand pointing mix, the composition of which varies to allow the natural masonry to 'breathe' and avoid trapping moisture. Repairing and maintaining our

heritage of masonry constructed buildings is an important element of conserving the character of the City.

- 2.20 Inappropriate repairs can cause damage to historic fabric. Repairs should be carried out using masonry and lime/sand pointing that match the original in every respect including density, porosity, colour, texture, profile and coursing pattern. An analysis of the stone will also be required to establish its chemical make-up and ensure compatibility with the existing stone. Alternative materials, such as high quality historic lime based repair mortars, should only be used in exceptional circumstances, and after prior agreement with the Council's Conservation Officer. Pointing repairs should match the original in every respect including materials, width and profile.
- 2.22 Brickwork Repair - Where walls are constructed of brick, repairs should be carried out in matching brickwork taking care to match imperial sizing of brick units where required, rather than modern, smaller metric bricks. Pointing repairs should match the original in every respect including materials, width and profile.
- 2.27 **Repair of Existing Roof Fabric** - In Glasgow, the traditional roofing material is Scottish slates, although slates from other sources such as from Wales and Cumbria have also been used. Other traditional materials include pantiles, Rosemary tiles, lead (including lead on flat roofs), copper in domes and on the roof of decorative turrets and zinc ridges/flashing.
- 2.28 Where traditional materials have been used on the roof, these should always be used when re-roofing/repairs are undertaken.
- 2.30 Matching new or second hand natural slates should be used on Listed Buildings taking care to match the diminishing course patterns or replicate any decorative details such as fish scale slates around turrets etc. On unlisted buildings in Conservation Areas, matching new natural slates or second hand slates should be used.

Committee should note that:

- The site plan states that the tiles and chimneys will be 'retained and repaired as necessary'. However, there is not sufficient detail given to ensure that matching roof tiles will be used, or that render will be employed in an appropriate manner.

Committee should consider whether:

- The proposed internal layout and the intensity of use impacts on the amenity of the surrounding area?
- Sufficient detail has been provided on the site illustrations to satisfy that the render and brickwork repair will be sensitive to the historic built fabric, and the materials used will match the original?
- The proposed development respects the qualities and character of the local area?

8 COMMITTEE DECISION

8.1 The options available to the Committee are:

- a. Grant planning permission, with or without conditions;
- b. Refuse planning permission; or
- c. Continue the application for further information.

Policy and Resource Implications

Resource Implications:

Financial: n/a

Legal: n/a

Personnel: n/a

Procurement: n/a

Council Strategic Plan: n/a

Equality and Socio-Economic Impacts:

Does the proposal support the Council's Equality Outcomes 2021-25? Please specify. n/a

What are the potential equality impacts as a result of this report? no significant impact

Please highlight if the policy/proposal will help address socio-economic disadvantage. n/a

Climate Impacts:

Does the proposal support any Climate n/a

Plan actions? Please specify:

What are the potential climate impacts as a result of this proposal? n/a

Will the proposal contribute to Glasgow's net zero carbon target? n/a

Privacy and Data Protection Impacts:

Are there any potential data protection impacts as a result of this report
N

If Yes, please confirm that a Data Protection Impact Assessment (DPIA) has been carried out

9 RECOMMENDATIONS

9.1 That Committee consider the content of this report in coming to their decision.